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Last summer, at Logan, Utah, my old friend George Clyde, scientist, administrator, and now Governor of Utah, made an outstanding speech to the Soil Conservation Society of America. As he finished, almost as an afterthought, he said:

"We are facing today a challenge, the like of which has never been experienced by any people before, because the world today is divided into two camps, with two different ideologies, separate and distinct, and completely opposite.

One stands for the preservation of freedom and our heritage as a free people, the other stands for regimentation and control by force. In the brief span of 40 years, the second ideology has conquered a third of the world's peoples, and you can add another third through their satellites; the remaining third is under siege. We talk about these resources of ours, which are absolutely essential, but without our freedom and without the preservation of our heritage, we have nothing."

Let us start from this point, set by Governor Clyde. Without our freedom, and without the preservation of our heritage, we have nothing. Now, what does this mean to us? I think it means simply this: There has never been a time when the conservation of our natural resources has been of greater importance than it is now. We are standing at a point in time, at a place in the history of the world, when the very wisest possible use of our natural resources for the benefit of the whole free world is basic to the survival of human freedom--and on this depends the future of mankind on this earth.

You and I, and all the other millions of people who form the great soil and water conservation movement in this country, are working to preserve and improve our most basic and primary heritage. All the things America stands for depend on this effort, and all our hopes for improving the lot of the people in underdeveloped countries depend on it as well.

Can a free people democratically organized and cooperating, as we are doing in conservation districts, accomplish this great task?

It seems to me that while we may take great pride in our accomplishments thus far, nevertheless we need to face some . . . difficult facts.

We are a little better than a third of the way toward the complete conservation of our soil and water resources in this country. We can measure this in terms of the physical job--acres surveyed, acres planned, acres of land properly treated, acres and miles of this or that conservation practice--but there is much more, of course, to the conservation movement than these physical facts having to do with land and water.

There is the tremendous response of innumerable informed people and organizations, offering to help, and actually contributing substantially to the movement. How can we measure this? Specialists in national advertising, skilled in the promotion of products, have said that they have never seen an idea with the impact of soil and water conservation on the American public. In fact, they said this several years or more ago. But what now, as our people concentrate in metropolitan areas? Are these people well informed? Do they understand the relation between our soils and our future? Between our resources and freedom? Do they see the needs we must yet satisfy? Will they help? Who will show them? They do not live in close association with the land--only with the products of it, which are not only bountiful but presently super-abundant. How can these millions of Americans see that present bounty cannot last without attention to the land that produces it?

We must note that only 37 years from now we will probably have in this country of ours nearly twice as many people as we have now, enjoying prosperity greater than that of any other people in the world, and with 70 percent of us living in urban areas. All this, they tell us, is likely to be accompanied by a shorter work week, higher incomes, and more leisure activities.

How will the soil and water conservation job expand? It has taken almost 20 years to get the first third of the work done. At this rate, it might take 60 years to complete the

remaining two-thirds. But to keep up with the population increase, we need to consider seriously how we may double the rate at which we go forward if we hope to come out about even in the year 2,000.

I am not here to make projections, but to look ahead. It seems likely that within 37 years the demands on our resources will have expanded enormously, not only, I suggest, from a doubled population of Americans with their greatly multiplied demands, but also by the world's hungry, underfed, undernourished, starving populations estimated even now at some 3 to 4 billions of people.

In this world in which we live we are told that 4 children are born every second, 240 a minute, 300,000 a day. The population experts believe that by the end of this century Asia, for example, will have a population greater than the entire population of the world at the present time. How are these people going to be fed? What part will our country play, what part must it play, in helping prevent the starvation, the malnutrition, of the unfortunates of our world?

From every sign we see, from the weight of overwhelming fact, it is crystal clear as we look to the future that we must increase our rate of progress in conserving our land and water resources. We need to develop new concepts, to enlarge our perspective, lift our horizons, improve our planning, and seek constantly to perceive more correctly. Your President during the last year, Bill Carter, saw this clearly, and he hit the idea hard, many times:

"During their 25 years of existence," he said, "our Districts have carried out a wide variety of conservation practices. Many worthwhile projects have been completed. . . . Each District prepared a program . . . when it was organized. But now the time has come to take a hard look-see at this program . . . there is a very serious need for all Districts to develop up-to-date programs"

"Originally," he went on, "we were interested mainly in erosion control and soil conservation; but now we are concerned with the full range of rural community development; with the use and conservation of our soil and water; with recreation, wildlife, and

urbanization; and with many other problems "This new, long-range plan for our Districts is Number One on my list . . . as President . . . during the coming year."

And your national President, Marion Monk, declared at your last State meeting, "We are headed into a new type of agriculture --a new type of rural America, one vastly different from any we have worked with before If (we) do not begin to prepare for this change . . . we will have failed in our conservation job."

What are the opportunities ahead, for the Soil and Water Conservation Districts of New Mexico?

Well, 15 districts have up-dated their programs and 13 signed modernized versions of their memoranda of understanding with the Department of Agriculture plus one with the Department of Interior. In these districts, we might say that the decks have been cleared for action. They are now in a position, it would seem to me, to begin moving toward such things as (1) greater participation of all landowners and operators in their programs; (2) stronger efforts with respect to conservation planning; (3) increased rates of application of conservation measures; (4) new ways of adjusting land use to include income-producing recreational projects and enterprises of greater variety; (5) multiple developments in small watershed projects; (6) improving the income of their people and eliminating under-employment; (7) expanding job opportunities; (8) improving existing community facilities and institutions, or building new ones so that they may assure pure water supplies, first-rate schools and hospitals, and all the other services that are standard in a modern community.

These are many among the goals set forth in the Department of Agriculture's Rural Areas Development Program. In any district, to achieve them will take a tremendous lot of doing. But only the local people in a soil and water conservation district can make such a program a reality. The Department of Agriculture through its many agencies can help technically and financially, but the initiative must come from the local people. They must furnish the drive and the leadership.

The 15 districts in New Mexico that have modernized their programs have taken a key action. In company with Bill Cater and Marion Monk, I would urge the remaining 41 to make a similar step the prime objective of this coming year.

There is a wide variety now, of new tools available to districts to help them go forward. Combined with the tools we already have, districts can now realize their hopes for development and growth, for better living, for making the holdings within their boundaries better placed to live on, and for increasing their prosperity.

I should like to mention some of these new tools that are now available for use:

1. Under the new Cropland Conversion Program farmers can shift from producing crops in over-supply, to grass, trees, wildlife, and recreational uses. This program is under way on a pilot basis in 237 counties in various parts of the United States. In addition to sharing the cost of materials and assistance needed for conservation measures, the Department offers adjustment payments to help maintain an adequate income during the transition from cropping to other uses. Long-term agreements will be based on a basic conservation plan. You will recognize in this an application of the principles used in the Great Plains Conservation Program. Once this program has been worked out, we hope to see it given wide application where it fits.

2. Next, it should soon be possible we hope to begin the Rural Conservation and Development Projects. These, I'm sure you know, were authorized by our Congress last year; there remains the matter of the passage of the appropriation act under which the government can finance its part of the projects.

We believe this program has a great potential, and we have been very glad to see the application from the Northern Rio Grande Project here in New Mexico. This project appears entirely sound in conception. My Administrator, Don Williams, tells me he is very hopeful about the project, and that in his opinion it appears to have a good chance of getting somewhere.

3. A closely associated program provides for the development of Rural Renewal Projects--comparable to urban renewal work. These projects are to be set up in rural

areas that are "severely disadvantaged," where much of the land is not in its best use, and as a result, where chronic underemployment and underdeveloped communities dominate in the area.

4. We come next to the possible developments in the field of recreation, which I suggest, should be of very great interest in New Mexico. For one thing, the small watersheds act was amended to include cost-sharing on public recreational development, as well as to allow for municipal and industrial water storage in detention reservoirs. In Washington we are receiving numerous proposals from local organizations to add public recreation to watershed projects, and we believe this trend will increase rapidly. After all, under this new amendment, local sponsors can now get recreational developments on a watershed project reservoir for half the cost--the government will advance the rest. This goes for land costs, and for costs of developing recreational areas, including enlargement of the reservoir capacity, access roads and trails, picnic areas, campsites, and various other facilities.

5. At the same time, farmers and ranchers in soil and water conservation districts can now get technical assistance from the Soil Conservation Service in establishing income-producing enterprises on their lands. Congress, as I believe most people are now aware, has formally recognized recreation, for the first time, as an agricultural land use.

Recreation includes a great many things that people like to do in their vacation time--vacation farms or dude ranches, picnic areas, fishing, boating, swimming, hunting, camping, bird-watching, and so on. Technical help on such ventures comes from the SCS; ASCS will cost-share on certain practices, and FHA will make loans as well.

In illustration of the way this work is going, let me mention findings of a recent survey we made, covering the last fiscal year. This showed that one or more income-producing recreation enterprises were established on the lands of 9,800 district cooperators. Another 9,000 announced their intention of doing the same thing. Included in these developments were 945 cooperators who actually changed over from livestock, dairy, crops, fruit or other "regular" farming or ranching activities, to recreation enterprises as a primary

source of income. This involved almost 238,000 acres of land.

I might add that while no one thinks recreational facilities on farm lands are a solution to all farm problems, nevertheless they can provide a welcome and important addition to landowner and community income.

Let me say at this point that in terms of opportunities for the development of both public and private recreational areas and enterprises, New Mexico unquestionably stands among the foremost of all the States in our nation. Few States can rival New Mexico in its natural advantages. You have many congenial climates, magnificent landscapes, scenic mountains with fine forests intermixed with beautiful valleys, many interesting kinds of wildlife and something Easterners especially appreciate--wide, open spaces. Let me urge you to capitalize on the abundance and variety you are blessed with.

I was very glad to learn on my arrival here, by the way, that about 100 farmers and ranchers in New Mexico have developed recreational enterprises on their lands this past year and a half, and some of them have secured FHA loans to help them. Among these enterprises are 10 that are concerned with trout-fishing, 6 with horseback-riding, 3 with camping areas (and quite a few more of these are in the making), 10 with deer and antelope hunting, 4 with summer cottages, one with a nature trail, and 3 with elk hunting. One of these elk hunting enterprises, incidentally, grossed about \$150,000 this last year.

I have also been interested to learn about the cigarette tax here in New Mexico, the returns from which are used for recreational purposes. I must admit I know of nothing exactly like this elsewhere, but unique or not, it indicates planning for resource development in this State that is out of the ordinary.

In the light of these highly interesting and significant developments in New Mexico, I want to rephrase a sentence I used a moment ago when I urged you to "capitalize on the abundance and variety you are blessed with." I'd like to change that to read instead, "Let me urge you to continue and increase the excellent work you have already begun in capitalizing on the abundance and variety you are blessed with!"

And now a final note:

Presently there are nearly 3,000 soil and water conservation districts in the United States, and 56 of these are here in New Mexico. Every one of these is an active living demonstration of the fact that democracy can and does work. Every one of them exemplifies the belief of all Americans that freedom is essential to the fullest expression of human intelligence. Every one of them is proof of the fact that people and governments and organizations of all kinds and at every level in America can work together for the benefit of each of us and all of us. Over and above the magnificent job done already with our lands and waters, the soil and water conservation districts provide a unique and overwhelming demonstration to the whole world that freedom, and liberty, and the dignity of the individual are not only powerful concepts but are likewise the most practical and substantial and concrete forces for improving human well-being that have ever been devised anywhere in the world. And gradually the world's peoples are coming to learn this.

And this leads me to close with a brief quotation from a speech delivered three months ago in New York City at an international Congress, by that distinguished world citizen, Professor Charles H. Malik, former President of the General Assembly, the Security Council, and the Economic and Social Council of our United Nations.

Dr. Malik said: "What is most needed by the free world is how to make the values of freedom understandable and real, how to propagandize man, freedom, truth and the spirit, how to make this message of freedom distinctive and powerful and convincing.

"The greatest need is to fill the concept of freedom with meaning and content, to save it from hollowness and hypocrisy, from being confounded with other messages hailing from other quarters and having nothing in common with man, truth, freedom and the authentic spirit. But," he said, "you can convince nobody unless you are convinced yourselves, and you can propagandize nothing in which you do not originally believe. Without this living faith in the highest and deepest values of the 4,000 years of Western civilization, all your techniques and all your perfections will ultimately only play into the hands of your enemies."

May I say that if we are able to proceed with the successes that districts have achieved so far, with the vigor and enthusiasm that finds its greatest possible exemplification in the soil and water conservation movement of the United States, we can face our future with the confidence that comes from accomplishments.

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COMMUNICATIONS

By William R. Van Dersal

One of the important things a supervisor has to do every day is to make himself understood by his people, and to understand in turn, what they try to convey to him. This two-way process is usually labelled communication, and a great deal depends upon it. If a supervisor and his people cannot or do not communicate very well, the work they must perform will suffer accordingly. This need for communication is not confined to the field of supervision; it poses the same problem in any field of endeavor. Wherever people are trying to do something together -- build a bridge, run a government, or establish world peace -- what they get done depends altogether on how well they understand each other. People have been misunderstanding each other for a very long time. Misunderstanding can easily lead to dislike, enmity, or hatred, and it has frequently led to war between nations. It is far wiser for a supervisor to think carefully about his own skill in conveying and receiving ideas, than it is to assume, without thinking, that he already knows all he needs to know about the subject.

There are two important ways in which people communicate, that is, convey ideas to one another. They do it by a process involving talking and listening. Or, they do it by a process involving writing and reading. In both of these processes, one person sends a message and another person receives it. Both the sending and the receiving, in both processes, require considerable skill.

The principal trouble in this matter of communicating is that almost everyone thinks it is really no problem at all. Talking and listening, and reading and writing are usually thought of as things everyone knows how to do. The fact is, however, that each of these skills has to be studied and learned, and one does not necessarily learn them by going to school. Many supervisors have failed because they assumed that any or all of the following simple statements were true:

1. Anyone who talks plainly to another person will always be understood.
2. Anyone can listen to another person talking and easily understand his meaning.
3. Anyone can write what he means on paper, and his meaning will be understood by anyone else who reads it.
4. Anyone can read what someone else has written and understand what the writer meant.

All these statements are dangerous generalizations. They are not "trick" statements, nor do they contain any hidden meanings. All of them assume perfectly ordinary situations involving the language we use every day. The statements

imply that talking and listening, and reading and writing are really quite simple skills you learn more or less as you grow up -- at home, in school, among your friends.

It is dangerous, however, to take these four skills for granted. Many books have been written about language, how we use it, its weaknesses, and its deceptions. Here we will discuss four aspects of communicating that any supervisor should learn. The four aspects are these:

1. A supervisor must be able to speak clearly.
2. He must be able to listen.
3. He must be able to write clearly.
4. He must be able to read with understanding.

Talking-Listening

Of the two skills involved in the talking-listening process, most people seem to have the greatest trouble with listening. They assume that listening is the same thing as hearing, and that anyone who hears is therefore listening. And, it is true that if your hearing is impaired, you will have more difficulty listening than a normal person will. But listening, as we are using the word here, requires not only that you hear, but also that you understand correctly what you hear. To do this you must think about what you hear another person say when he is talking to you. Actually your speaker may not be too skillful in getting his ideas across to you.

The key to successful listening is to be an active, demanding listener. The idea is that you try as hard as you can to be sure you understand correctly what a speaker is trying to tell you. This means that you cannot be thinking of what you're going to say as soon as your speaker pauses for breath. Instead, you think about his meaning. This takes some effort if you haven't tried it before -- and many people have not. We are often so anxious to get our own ideas across that we try to do all the talking, and hence we miss what others want to tell us. We need to devote our whole attention to the business of listening.

Now it happens that scientists have developed some valuable and important ideas about listening. This has been done notably by the psychologists, and by specialists in general semantics, which has to do with the relation between language and human behavior. The semanticists suggest that there are three key questions a good listener should keep in mind as he listens to a speaker. We list them first, then discuss each one. Here they are:

1. What does the speaker mean; i.e., what is he trying to say?
2. How does he know; i.e., what evidence has he for what he says?
3. What is he leaving out?

1. What does the speaker mean?

Several ideas are important to bear in mind here. In the first place we need to realize that the meaning of the speaker is not in the words he uses. You simply cannot assume that he uses words exactly the same way you do. He uses them his way, and he is different from you. The meaning of what he says is in the speaker, not in the words. What you do, therefore, is to start your listening with the idea that you don't know what the speaker's words mean to him -- and you must spare no pains to find out. You begin to probe. You ask questions -- "Do I understand you to mean . . .?" "Is this what you are saying?" "If I understand you correctly, you mean . . ." and you tell him in your own words what you think he meant in order to find out whether you understood him correctly.

It is especially important to check your understanding when the speaker is using what we think of as ordinary, simple, non-technical words. It is usually safe to assume you understand correctly when a speaker uses a technical word -- providing you know its meaning. For example, if he talks about sodium chloride, you may be sure he is talking about salt, since sodium chloride is the chemical term for salt -- and it has no other meaning. But for the commonly used words there are many meanings. For example, if I tell you that I saw an interesting tie the other day, you do not know whether I am talking about a necktie, or a baseball game, a tie on a railroad track, or something else. We are told on good authority that the 500 most used words in the English language have a total of some 14,000 meanings as listed in the Oxford dictionary.

2. How does the speaker know?

This question does not imply that you should take a challenging position with the speaker. Instead, you try to find out the basis for what the speaker is saying. You look for the facts, the evidence, behind what he is saying. You ask more questions. How did you learn this? Why do you say so-and-so? How do you know? Can you show me?

You ask such questions diplomatically. What you want, remember, is to understand what the speaker means. To help you do this, you are trying to discover how correct and how factual his statements are.

3. What is the speaker leaving out?

It may occur to you at this point to wonder how you can possibly listen for something that is not spoken. And here we have an important difference between hearing and listening. You cannot, of course, hear what is not said. But as you listen, you may discover a number of things that your speaker leaves unsaid. He may leave out important facts and details. He may favor one conclusion when you can see that there are several others. And, he may

not see or say anything about the implications of the conclusion he does favor. All this takes work on your part. But remember, we pointed out in the beginning that successful listening cannot be passive. It must be active; it must be demanding.

Some General Rules About Listening

Besides the three questions a skilled listener needs to keep in mind, and use, there are a few general rules that can also help him listen. Most of these come to us from the psychologists. They are not difficult to observe, although they are widely neglected.

First of all, it is important to relax when you are listening. If you strain too hard, you are likely to find it correspondingly harder to understand. Extensive, controlled experiments by the U. S. Navy during the last war, with airplane personnel, confirmed this idea, which was already a familiar one to the psychologists.

These same Navy experiments showed too that a second general rule was important, a rule that the professional psychologists have been using for many years, especially since the time of Dr. Sigmund Freud. This rule is: Hear the speaker out. Let him talk until he is finished. Don't cut him off, don't contradict him in the middle of his statement, don't start looking out the window. Listen actively and carefully to what he says all the way through. Then, you start asking your questions. This simple approach often has the effect of helping a speaker say more plainly what he means. To find his listener actually waiting until he is finished is quite likely to be flattering to the speaker. He finds that you seem interested in what he has to say, and he will work all the harder to be sure you understand his meaning.

This leads us to a third general rule which embodies a familiar method of the psychologists. This is to listen patiently, without passing judgment or giving advice. The idea is to let the man speak as freely and fully as possible without fear of censure or blame. This procedure is known to the psychologists and psychiatrists as nondirective counseling. The listener has to be patient; he usually confines his remarks to restating what the speaker has said in slightly different words. This causes the speaker to feel that not only is he being listened to, but he is truly being understood. When the speaker gets through, you most specifically do not tell him you think he's foolish, or stupid, or prejudiced -- even if you think so. Instead, you go ahead using your three questions.

Our fourth general rule is an interesting one. It is that in order to listen well, one must disregard symbols of authority as such. We cannot listen effectively if we are over-awed or impressed by a speaker's title, or name, or rank, or academic degree, or uniform, or wealth, or position. These things are not necessarily evidence that what he is saying is reliable or valid. You evaluate his statements as usual, patiently hearing him out, then using your three questions. In the words of Wendell Johnson, whose ideas we have been

using liberally here, "The quality of his (the speaker's) voice, the color of his skin, the slant of his eyes, his height, weight, and apparent age guarantee nothing with respect to the wisdom or foolishness of what he says. Truth can be lisped, stuttered, or twanged through the nose just as well as it can be molded by a meticulous Harvard or Oxford tongue. It can be mispronounced. It may be ungrammatical. Whether it comes in a satin case or a paper bag is a matter of no importance. To a general semanticist, the Men of Distinction are first of all, and often solely, just colored pictures. The art of listening involves realistic appraisal of the conventional symbols of authority, as such." ^{1/}

The Other Half of the Talking-Listening Process

Let us now put ourselves in the position of the speaker. Let us assume that when we speak, our listeners are going to be active, demanding listeners, bent on trying to understand us. Now, what can we do to bring about the best possible communication?

Clearly, we need to think about our listeners, and be just as active in trying to get our meaning across as they will be in trying to understand us. Our listeners will hear us out -- so, we are as brief as the subject permits. We speak with care, choosing our words well, clarifying each point as well as we are able. Since our listeners will want the evidence for our statements, we take pains to provide it. We try for truth as objectively as we can. Our listeners will be watching for what we leave out -- so we try for completeness in our statements from beginning to end. In every way possible to us, we try to think of our audience, that is, our listeners, and how clearly they may be able to get our meaning.

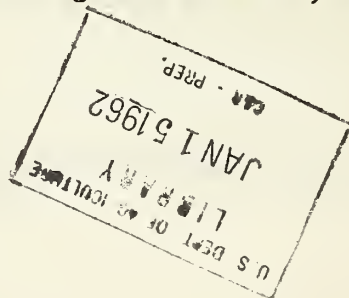
All this is no more than using the ideas about listening in reverse. But there are some other things we know that help us when we are doing the talking. The same Navy experiments we mentioned earlier also brought out some useful points about speaking. They showed, for example, that speakers who talked too fast didn't get across as well as those who spoke more slowly. This was especially true if the speakers used simpler, more commonly used words. It helped also if speakers made a real effort to talk in short sentences and to use patterns of inflection that would help to bring out meaning. From these experiments we can say, therefore, that (1) speakers should avoid talking too fast; (2) they should use plain and simple words; (3) they should speak in shorter, rather than longer sentences; (4) they should use the inflection of their voices to lend emphasis and clarity. What this means in a nutshell is that speakers are well advised to think before they speak.

Further helps to speakers trying for good communication come from Irving Lee. In his book, "How to Talk With People," he suggests a number of things speakers will do well to avoid. Some of these are:

^{1/} Wendell Johnson, "Do You Know How to Listen" in Etc. Magazine for Autumn, 1949, pp. 3-9.

1. Try to avoid bluntly contradicting those with whom you are talking. You should be trying for understanding, not just to make your listeners angry.
2. It is unwise to use inflammatory words or to descend to name-calling. If you say or imply that a man is a Communist, he's likely to get angry. If you call him any kind of nasty name, or otherwise insult him, you will usually get the same effect. This does not help communication at all; it only defeats it.
3. Try to avoid generalities whenever it is possible to be specific. For example, you may have had a bad experience with two supervisors, but you cannot therefore generalize that all supervisors are no good. You can, however, state that with two particular supervisors whom you observed, your experience was not good.
4. Try not to sound final in your statements. Put them on a tentative basis, and say or imply that you are still looking for a better conclusion. For example, if you say: "This is the only way we can do this," you may arouse more argument than if you say, "So far, this way looks pretty good, but another way may have occurred to you. Has it?"
5. Try not to "talk down" to your listeners. If you give the impression that you think you know all there is to know about your subject, your listeners may form the opinion that you are conceited or over-confident. This does not help understanding.
6. You personally, as a speaker, will do well to avoid becoming angry at your listeners. Likewise you should avoid feeling that if a man disagrees with you he is therefore either a fool or stupid. And, keep in mind that when a man differs with you, he is not necessarily conducting a personal attack on your integrity.
7. Avoid using the "hard approach" rather than the "soft approach." Introduce your critical or contradictory statements with such simple phrases as "I wonder if we could look at it this way. . . . You may be right, but would you be willing to consider? . . . You may know more about this than I, and I hesitate to say, but . . . I realize you have a very good point, although perhaps we might look at it this way . . ." Studies of arguments in conferences made by Irving Lee indicate pretty clearly that the "gentle phrase" or soft approach tends to reduce markedly people's resistance to criticism. On the other hand, the blunt, hard approach tends to ruffle feelings of the listeners -- and agreement is more difficult to reach.

This soft approach must be sincere. Lee's simple studies showed that it made some difference about two-thirds of the time. And he suggests that if you don't get results in a given situation, why, discard it for other methods.



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Recreation and Small Watershed Projects 1/

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As we look briefly at recreation in relation to watershed projects

this evening, I believe there are two assumptions we ought to mention, even though all of us are quite familiar with them:

The first of these is that our population is increasing rapidly and is variously estimated to reach some 261 million by 1980 or perhaps double what it is now by the year 2,000. The second is that demands by this population for outdoor recreation are quite likely to be 2-4 times as great in 1980 as in 1960, and very much greater than that by 2,000.

On the basis of these assumptions, which are generally accepted as reasonable, we may expect that a constantly increasing amount of activity will take place aimed at enhancing recreational opportunities for the American people. One group of these activities will undoubtedly surround the small watershed projects. This will be so because, as many people have noted, water is a magnet. It catches the interest of the public and it draws the biggest crowds. It is a place where people like to play.

All of us, I believe, are well aware that a new law (P. L. 87-703, approved September 27, 1962) adds some things to the Watershed Protection and Flood Prevention Act, known familiarly to many of us as P. L. 566. These same things apply, incidentally, to the 11 authorized flood control projects. The general direction in which the new legislation leads us is toward multiple purpose use of reservoirs. The amendments we are interested in tonight are these:

1/ Prepared by William R. Van Dersal for presentation at the Annual Meeting of the Oklahoma Chapter of the Soil Conservation Society of America, Altus, Oklahoma, November 9, 1962.

1. The recreational benefits that are expected to result from the use of watershed project facilities may now be evaluated in monetary terms and used in determining the economic feasibility of the project as a whole. For this purpose, recreation is defined simply as the enjoyment of all forms of outdoor recreation that involve bodies of water developed or improved as a part of a watershed project. This includes public fishing and hunting.

2. In a watershed project the Federal Government can now share with local sponsors the cost of acquiring land, or easements, or rights-of-way that are needed either for fish and wildlife developments or for recreational developments. The cost-share limit is 50 percent. State fish, wildlife, and park agencies are eligible for such help, as are counties, municipalities, and special purpose districts--such as soil and water conservation districts--created by or under State legislation. We can say this in other words: A local organization authorized by State law to carry out, maintain and operate public recreation facilities or fish and wildlife developments can now get land or land rights for the facility at half price.

3. The government can share in the costs of constructing water resource improvements needed for recreation and for fish and wildlife purposes--up to half. In addition, the government can bear the full cost of the engineering and other services associated with the construction.

4. The government can share up to half the cost of developing the minimum basic facilities needed for public health, safety, access, and use of recreational developments. These need to appear in the plan for the watershed project.

It is worth noting here that these "minimum basic facilities" may involve quite an array of things that you might have to have in order to get to, or

to use a recreational area. These might include roads and trails, parking lots, public water supply, sanitary facilities, power facilities, beach development, docks and ramps for boats, picnic tables, fireplaces, campsites, and plantings along the shoreline or within the general area. Specifically excluded from this list are such things as lunch stands, cabins, motels, community buildings, dance halls, or boat houses. If the local sponsor has to hire engineering or architectural services to help with these "minimum basic facilities," the government can share half of that cost also.

5. Besides sharing the cost of public recreational developments, the government can share up to half the cost of providing minimum basic facilities needed for a development intended primarily for the preservation of fish and wildlife. In this kind of a development we are interested in the creation or improvement of habitat or environment for fish and wildlife and perhaps the preservation of rare species. Consequently, our facilities consist of the kinds of things you need to do in order to manage the area for fish and wildlife. They include plantings, fences and cattleguards to protect the area; and shelters, sheds, roads and trails necessary for fish and wildlife management. No fish hatcheries or rearing ponds are eligible, and neither are any facilities that would open up the area for public hunting or fishing.

6. Local sponsors can get loans at fairly low rates of interest for installing, repairing, or improving water storage facilities, and for providing minimum basic facilities either on a recreational development or a fish and wildlife development. By and large, whatever items of this kind are shown as essential in an approved watershed project plan, are eligible for loan.

Now, there are, of course, certain general policies and provisions surrounding the use of these new authorizations. For one thing, the

recreational developments must be available to the public. There must be at least one access road, and the entire immediate shoreline of a reservoir must be open to the public, that is, a private landowner cannot have exclusive use of any section of the shoreline. The number of recreational developments is limited to one for a watershed project of 75,000 acres or less; to two for a project 75 to 150 thousand acres in size; and to three for a project larger than 150,000 acres. This restriction applies to cost-sharing for land and land rights and to minimum basic facilities, but it doesn't apply to cost-sharing on water impoundments for recreation. It must be clear, too, that any recreational development meets a need that isn't satisfied by other water-based recreation areas existing within the same general area.

Single-purpose recreational facilities can be developed within watershed projects that involve flood prevention or agricultural water management, but watershed projects may not be developed for recreation alone. Going projects already authorized are eligible for federal financial assistance with recreational developments provided a construction contract has not already been executed for the specific structure involved.

There are various other ifs, buts, and whereases, and there are many sliding adjustments intended to make things better even if complicated. The net effect, however, is that recreation is now recognized in federal law as having the status and deserving the attention accorded all other major phases of watershed work. I have an idea that in Oklahoma as elsewhere, this development is welcome indeed.

There are some basic concepts or ideas that we need to keep in mind as we consider what might be done about recreational developments in watershed projects:

1. Outdoor recreation is necessarily based on land, water, air, or a combination of these. In watershed projects, recreational opportunities are based primarily on water, with due regard for associated shore areas.

You don't really have to have a watershed project in order to develop opportunities for such things as hiking, horseback riding, camping, picnicking, bird-watching, or even hay-rides--but all these are often considered more enjoyable if they are near areas of water.

But you do need a watershed project (or a natural lake or stream) if you want to develop recreational opportunities for fishing, swimming, water sports, waterfowl hunting or refuges, or for wintertime ice-skating out-of-doors, or for fishing through ice.

2. Our second thought is that recreation varies with people. Recreation needs, therefore, are determined by what people like to do, either as individuals or in groups. And before we go on past this idea too quickly, let us note that here, as with other things, "one man's meat is another man's poison." You may consider a lake to be a good place to fish, but others may not see it that way at all. They may look upon it as just the place for speed boats and water skis. Still others would have none of these; they see a lake as exactly the thing we need for a waterfowl refuge. The point need not be belabored.

Obviously many uses that may not be compatible must be taken into account in recreational developments. The factors involved do not necessarily lend themselves to a dollar-and-cents reckoning either; some are quite intangible, even if real to their sponsors.

3. Thirdly, we are well aware that most of our land and water resources, and our cleanest, clearest air, are in the country. Conversely, most of our users of these resources for recreation, are in towns and cities. Access, therefore, becomes of great importance. Access means not only roads to reach

an area, but it also involves the distance people have to travel to get there. A correlative idea of considerable importance is that unlimited crowding reduces the quality of any outdoor recreational facility. It's not much fun fishing if you have to stand in line to get to the edge of the water. And it takes the edge off the pleasure of water-skiing if the lake is jammed with boats.

4. There are almost always more uses for stored water than for recreation alone. If you intend using the water for domestic purposes, you'll have to filter it if the lake is used for recreation. If the impoundment is intended to help prevent floods, or to supply irrigation water, then the water level is probably going to fluctuate. This isn't necessarily the best thing for fishing or boating, or even swimming. Conflicts between uses, and indeed, between different kinds of recreation must be resolved well in advance.

5. However lovely the lake and its environs may be, if it is open to the public, certain segments of the public will despoil it. Tin cans and trash, beer bottles and garbage are not unknown in Yellowstone or Yosemite; they are part and parcel of essentially every area used by any considerable number of people. This unfortunate fact need not deter us from developing public recreational areas, but let us plan to meet this problem too, as well as for better things.

6. For recreational purposes, there is more to a lake than simple impoundment. The water must be clean--that is, free of pollution and the wrong kind of bacteria. People persist in drowning despite all sorts of safeguards, and public liability insurance is a point that may not be neglected. Both in relation to this point as well as the preceding one concerning despoliation, it is clear that somebody has to be on hand to be sure that the public doesn't injure either the facility or itself.

All these things are obvious, but the obvious is often overlooked. I suggest that our great and commendable interest in fostering recreation not be permitted to stub its toe on a point so apparent that we forget all about it.

The part that my own organization, the U. S. Soil Conservation Service, will play in this new work is considerable. We have been studying and preparing for this development--if it should come to pass--for a long time. Altogether aside, however, from what we might call the "regular" technical assistance that we have rendered in watershed work, we are clear on several points. The first of these is that the Soil Conservation Service is not about to become a recreational agency. Our role, rather, is to continue land and water resource work taking recreation into due account simply as one, other, now clearly recognized major use for water and land.

We hope to approach this very real opportunity in an orderly way. Recreation enjoys great popularity in our country these days, and it would be a great pity if that popularity were to overcome better judgment. We cannot afford, we think, to follow a wildly swinging pendulum. We are determined to pursue a hard-headed, practical approach involving sober and careful consideration of recreation not as such, but as one way in which land and water resources can profitably be used.

It is well to note at this point that the Soil Conservation Society of America is taking an active interest in recreation. For example, we have a committee on Outdoor Recreation. At our last national meeting in Washington, an entire session was devoted to the problems and opportunities in this field. More recently the Society has reaffirmed its recreational policy in an official statement submitted to the Land and People Conference at New Orleans. The Society's position is:

1. To encourage outdoor recreation as an integral part of conservation farming.
2. To cooperate fully in nationwide promotion and development of outdoor recreation on private lands.
3. To support the principle of reducing over-abundance of crops through recreational use of private lands.
4. To support the Bureau of Outdoor Recreation in the Department of Interior, the U. S. Department of Agriculture, and other federal agencies in a program for development of outdoor recreation on private lands, and to work directly with State and Federal agencies in furthering outdoor recreation.

To carry on with this thought--the role to be played by various groups or individuals--let us note that in order to have a recreational development at all, somebody has to acquire the land, or the right to use it, around the reservoir concerned. A number of ways in which this can be done come readily to mind. Clubs, associations, and other organizations have already demonstrated that with a little forethought, such areas can become important public assets. I have visited a number of such projects developed for under-privileged children by civic groups, or for Boy Scout summer encampments, and I think these are excellent examples of public use. I hope we have more of them.

But I am thinking particularly of the part that can well be played by county, municipal, and State governments. We already have a few examples of this, but a great deal more needs to be done. Actually, leadership in the development of recreation in a State should be taken by the appropriate segment of the government of that State. The report of the Outdoor Recreation Resources Review Commission--familiarily known as the ORRRC report--makes this point (p. 169):

"All levels of government share an interest in and responsibility for meeting the outdoor recreation needs of the Nation. There will be continuing need for cooperation and joint action among all jurisdictions. However,

the State governments have dominant public responsibility and should play the pivotal role. Accordingly, it is extremely important to stimulate State activity." (Underscoring supplied.)

The same report notes that "Federal aid cannot provide more than a fraction of the funds needed, nor should it; its great importance will be as a catalyst to spur local and State action. The State governments are in the key position. They have a variety of agencies that deal directly with recreation So far, there has not been much statewide planning to bring these efforts together; but there is a growing recognition of the need for it."

Echoing this ORRRC report, it is safe to say that recreational developments resulting from watershed project installations so far have been largely sporadic. What we ought to have is close, regular participation of State recreational agencies in the very earliest stages of watershed planning. As a major aspect of the State agency operation, these watershed projects should be incorporated in a State system of recreational developments intended to open the outdoors to all the people in the State in a thoughtfully planned way. Each watershed project, as it begins to develop in the thinking of a local sponsoring group deserves prompt and careful attention by the State agency responsible for recreational development--in the fullest and largest sense--in the State. And, if there is presently no State agency with such clear responsibility, it would be well if one could be designated either by executive or legislative action as might be required.

Let me note here some of the excellent developments in Oklahoma. I cannot mention them all, but I know about a few of them. It is noteworthy that the cities of Duncan, Marlow, and Weatherford have promoted recreational developments on Wild Horse, Rush, and Cobb Creeks. Your Fish and Game Commission has participated importantly in the developments on Dead Indian Wildhorse,

Big Wewaka, and Caney Coon Creeks. In the latter, the City of Colgate has also played a part. These are fine developments, and there are a great many others that place Oklahoma among the early leaders in taking advantage of these recreational opportunities.

At this point I would like to acknowledge the key role of the soil and water conservation districts of the country in watershed project development. By and large they are the sponsoring or co-sponsoring organization, and as such, exert a tremendous influence on the watershed activities of the Nation. With respect to recreation, the districts are in the same coordinating or integrating position they have always been in with respect to other important phases of land or water use. They can enlist the assistance of any or all agencies, State, Federal, or local, and help direct technical and other competence to its maximum usefulness in a watershed project. There are many examples of the effective and valuable efforts of districts already known, and I am quite sure they will continue on a suitably stepped-up scale.

Actually, recreational developments provide an additional avenue for channeling efforts of more groups and agencies into the broad soil and water conservation program. I suspect the districts will make many more friends with this relatively new avenue, and that it will result in still greater support from the public for the outstanding work being performed by the soil and water conservation districts of our country.

As we have reviewed the subject of recreation this evening, in relation to watershed projects, we have alluded several times to the need for good advance planning. And this we must have if we are to meet the many problems posed by even the simplest recreational development. There must be study of the total area to be served, the number of people who may use it, and the access roads. The acquiring of the land or land rights takes study on many

scores--financial and legal, as well as others. The facilities to make the area as useful as possible take sober thought. It takes a lot more money than most people realize to set up a picnic table. The table itself is only a start; there must be a road or trail to it, arrangements for garbage disposal nearby, water needed by the picnic party, sanitary facilities that must go with it, the fireplace, and so on. Actually any apparently simple facility calls for all sorts of supplementary and complementary facilities that have to be planned on, or our original facility may not serve. The financing and operation and maintenance of all this takes considerable study and calls for the wisest judgment.

In conclusion, I should like to mention that our new federal legislation has supplied a missing link in the chain of cooperative activity we may now rely upon to open new vistas of sound land and water use. It is now possible for urban and rural people to work together for their common enjoyment. We have opportunities now, clearly foreseen by many people, to relieve the excessive crowding of many of our federal and State recreational lands. As the ORRRC report noted, "The broad scope of the small watershed program places it in a particularly favorable position to contribute to public recreation opportunities."

As the recreational developments are accelerated, so that they are brought within reasonable distance and cost to the average citizen, let us note finally that what all this adds up to is that America is going to be a better place in which to live.

